

**Saint Paul Planning Commission
City Hall Conference Center
15 Kellogg Boulevard West**

Minutes April 29, 2016

A meeting of the Planning Commission of the City of Saint Paul was held Friday, April 29, 2016, at 8:30 a.m. in the Conference Center of City Hall.

Commissioners Present: Mmes. DeJoy, McMahon, Reveal, Thao, Underwood, Wenc; and Messrs. Gelgelu, Nelson, Ochs, Ward, and Wickiser.

Commissioners Absent: Mmes. *Merrigan, *Shively, *Wang, and Messrs. *Edgerton, *Lindeke, *Makarios, and Oliver.

*Excused

Also Present: Donna Drummond, Planning Director; Jake Reilly, Josh Williams, Jamie Radel, Kady Dadlez, and Sonja Butler, Department of Planning and Economic Development staff.

I. Approval of minutes April 1, 2016.

MOTION: *Commissioner Ward moved approval of the minutes of April 1, 2016. Commissioner Thao seconded the motion. The motion carried unanimously on a voice vote.*

II. Chair's Announcements

Chair Wenc announced that the Neighborhood Planning Committee has decided to change their meeting start time from 3:30 p.m. to 4:00 p.m. So those who are on that committee please be aware of that and those who have not been able to attend the meetings because of the 3:30 p.m. start time and are able to attend at 4:00 p.m. please put the new time on your calendar so that you can attend the committee meetings.

III. Planning Director's Announcements

Donna Drummond announced that the Saint Paul Riverfront Corporation's Fifth Annual Placemaking Residency runs May 9-12, 2016 and the focus is on Design for Equity. As part of that week is the Great River Gathering dinner on May 12th. All of these events during the week are free except for the dinner and you will need to register so they know how many people are coming. If there are Commissioners attending the Great River Gathering Dinner and would like to be seated together let Ms. Drummond know and she will let the Riverfront Corporation know to seat you together. There are several more events on Thursday, May 12th. The Chamber of Commerce is having an event 11:30 – 1:00 p.m. and the topic is Driverless Cars and Why Public Infrastructure will change dramatically by Tom Fisher, University of Minnesota, Design Center. The other event on Thursday, May 12 is sponsored by the Economic Development Association of Minnesota at the CHS Field talking about the ballpark and redevelopment generally happening in

the metro. area. This will run from 2:30-6:30 p.m. with a number of panelist including the Director of Planning and Economic Development, Jonathan Sage-Martinson, Tom Whaley from the Saints, Heather Worthington, Deputy County Manager with Ramsey County, and Monte Hillman with the Saint Paul Port Authority.

IV. Zoning Committee

SITE PLAN REVIEW – List of current applications. (*Tom Beach, 651/266-9086*)

One item came before the Site Plan Review Committee on Tuesday, April 26, 2016:

- SPR# 16-027308 – Dale and Selby Building Improvements at 156 North Dale Street (Bldg.) & 594-600 Selby (Parking Lot) Remodel of a former auto repair garage for possible restaurant and development for an existing gravel lot (594-600 Selby) for off-street parking.

NEW BUSINESS

#16-024-246 R. Scott Ramsay – Change of nonconforming use from office to mixed-use office/residential. 1338 Bayard Avenue, SE corner at Hamline. (*Kady Dadlez, 651/266-6619*)

Commissioner Gelgelu asked about the reasons for restricting the use to 5 employees.

Commissioner Nelson said currently there is a restriction for 10 employees and essentially they're cutting the office area in half from the old use. Since the parking is limited on the site this would make it so the parking nonconformity would be not increase. It was felt that the number of employees within the facility itself was an appropriate number of people to have at a business in the middle of a residential area. The applicant was aware of that condition and willing to abide by that particular condition.

Commissioner DeJoy said when she read this she read that this establishment is a financial institution like a lender and that office use for the entire building would be permitted under the nonconforming use, but this ended up being a bank or credit union. So if the entire building was used as office that would not be allowed under the nonconforming use permits that they had.

Commissioner Nelson said that the description about Gettin Credit being there about that being an alternative financial establishment. That was a side issue which is not necessarily related to this particular application. Gettin Credit at one point in time in 2014 moved in there thinking they would be able to use it because office was an allowed use. Unfortunately Gettin Credit at the time was determined to be an alternative financial establishments and they fall under a different zoning classification from office. So Gettin Credit could not remain even though the entire building was allowed to be an office use.

Commissioner McMahon said that this property is on Hamline about three blocks from the golf course. It's all residential there, with no commercial or office uses in that area at all. So going back to the mixed use will fit better with the neighborhood than having the structure be entirely office. Going back to having residential use on top and a few employees on the bottom makes a lot more sense for the immediate surrounding area.

MOTION: *Commissioner Nelson moved the Zoning Committee's recommendation to approve the change of nonconforming use subject to additional conditions. The motion carried unanimously on a voice vote.*

Commissioner Nelson announced the item on the agenda at the next Zoning Committee meeting on Thursday, May 5, 2016.

V. Comprehensive Planning Committee

Snelling Midway Redevelopment Site – Update on environment review process. Release draft plans for public review, and set a public hearing on June 10, 2016, on the master plan, stadium site plan, and zoning amendment. Approve resolution describing Planning Commission review process. (*Donna Drummond, 651/266-6556, Josh Williams, 651/266-6659, and Kady Dadlez, 651/266-6619*)

Josh Williams, PED staff, gave a power point presentation which can be seen on the web page at: <http://www.stpaul.gov/planningcommission>

Commissioner Thao said that the Central Corridor lesson was there was a lot of mitigation needed for small businesses, and that she does not know if that has been included in the (AUAR) Alternative Urban Areawide Review. She inquired if those types of impacts were considered adverse and whether action needs to be taken to prevent them.

Mr. Williams said that he had a similar question at a presentation he made the previous day, in regard to social justice. He said those impacts are included in federal environmental reviews but not at the state level, but that he thinks they are relevant issues and ones that the City is paying attention to. They will not be addressed in the AUAR in the mitigation plan, but they are relevant and important issues.

Commissioner Ward asked what the final product is, and if actions are recommended to be taken to prevent negative impacts who enforces that?

Mr. Williams said that it depends on what the mitigation measures are. There may be agencies that have regulatory authority, but for most environmental review the final arbiter is the courts. For example: if there were traffic related issues and if MnDOT (state's Department of Transportation) was finding problems with the way traffic operations were happening (purely hypothetical) related to Snelling and St. Anthony (which they have jurisdiction over) they would have a role as a regulatory agency in making sure that things were functioning properly.

Commissioner Ward said what if it was more of a function of water management and water quality? Let's say the proposed systems for water management or subsurface drainage fail. Now you've got infiltration of contaminants from the bus barn site and on the RK Midway site that are now getting into adjacent private properties. Who then maintains that? It could possibly fall on the courts in order to either arbitrate or litigate the situation, but then it's a situation that was created by the City as well as these agencies.

Mr. Williams said in that case you are getting a little away from the mitigation plan itself. The mitigation plan could identify that there are potential storm water impacts, so we will put in place storm water treatment that meets Capitol Region Watershed District requirements, that meets City

requirements, that is consistent with the City's responsibilities under Clean Water Act. If those fail it's really not an issue of the mitigation plan but rather an issue of those systems failing and the City would have the same role as it would in any other case. And the Capitol City Watershed District in making sure that those systems are functioning properly. At that point you're getting away from the mitigation plan.

Commissioner Ward said that he was just looking back at some of the issues that happened during the Green Line construction that were related to water infiltration around foundations. You said that they were not correct after construction, they were corrected but are leaking now so we've got issues with drainage. Who is responsible and who really can tell what happened, so if we go into this with our eyes open we can take preventative measures ahead of time knowing that there may need to be more documentation up front.

Mr. Williams said that the one thing that is different here is that the construction is not taking place right on property lines next to buildings as was the case with the Green Line.

Commissioner McMahon asked if they object what happens.

Mr. Williams replied that it depends on the nature of the objection. And we would have to respond to the objection to the satisfaction of that agency.

Commissioner Ochs raised the topic of soil analysis and contamination that may be discovered on the site, and asked if there is a schedule for a pollution analysis and soil analysis.

Mr. Williams said yes, that is happening right now, and the Port Authority is assisting the City with this and working to develop a response action plan. The environmental investigation piece has been done and they are at the point of knowing what the level of contamination is generally and coming up with a plan for dealing with that. In this case there is going to be some export of soil off site regardless of contamination. Figuring out what can remain on site and what needs to come off site is part of that process, and they will be working with the Minnesota Pollution Control Agency to get approval of liability assurances for the parties involved and approval of a clean-up plan. It is a technical issue at this point making sure that they put together a plan that the PCA can approve and that paves the way for development.

Commissioner Ochs trusts that that is a regular part of the review, but it is not detailed so we don't know if and when that is actually occurring. Unless there is another resource that shows this, when each of those steps would be conducted.

Mr. Williams said that they are enrolled in a voluntary investigation and clean-up program through the PCA so it's all information that will be made publically available. Mr. Williams could see about getting a hold of a schedule for that. He went on to clarify that cleanup and preparing the site for development can occur prior to the environmental review being completed and the City issuing any permits, because those are actions that would be taken no matter what was being proposed for this site.

Commissioner Ochs said he took comfort in understanding and knowing that it's being addressed and that it's not being skipped over.

Mr. Williams said that it was one of the first issues addressed.

Commissioner Ochs said there is quite a concern about parking and the green space and they are very interested in developing that green space immediately. They expressed an interest in what kind of trees are available and how to acquire those for development, so that process is in motion and it's not just talk.

Commissioner McMahon was curious about the 52 year land lease; she said that it seems like a random number but why 52?

Donna Drummond, Planning Director said because there's two years for the construction period and then 50 years of operation.

Commissioner Ward asked that if there are different sectors of population within the city that want to find out more information about the project, what is the best way to disseminate this information as well as educate them? Because everybody is not on line, or is aware of the scheduling and he would like to help promote and get the word out to as many people as possible. This will affect both the immediate area and the surrounding neighborhoods. People are concerned so they want to know what's going on. A lot of people ask me as a Planning Commissioner what's going on. So how do we answer that as commissioners?

Mr. Williams said that it's a very timely question because of where we are in the process. He said he was at a meeting the previous day hosted by the Community Action Partnerships of Ramsey and Washington County and heard many of those same questions. The City does have a project web page. It is a tool we rely on, but that doesn't work for everyone and that was the concern he heard at the meeting. Obviously this is the project in front of us right now but he thinks it's a larger issue of how the City does community engagement and it is something that people are thinking hard about and trying to figure out ways to do it better. One suggestion was to do some old fashioned door knocking, go out into the community, go to where people are. They have been lucky to get some help from Noel Nix at County Commissioner Carter's office to help organize the previous day's meeting. Also, earlier in the week Tony Johnson helped with a meeting at Central High School, and Mr. Williams had a meeting at Skyline Towers as well. There is not a good answer for how to do that but it is something they are aware of and working on as to how does the City get the word out, not just for this project but all projects that the City does.

Commissioner Ward said that you have a good start but don't stop there. Continue to do more of the same but more often. One meeting at Skyline isn't enough, one meeting at Gordon Park isn't enough, one meeting at Central High School isn't enough. Different people key in on different things and there have been studies done that on average it takes a person several times before it registers.

Mr. Williams did some work on community engagement issues for the City over the last year and one of the lessons that really hit home to him was that it's not going to be effective unless you are going in the community in a way that the community embraces. It is easy to say but really hard to get your arms around how to do that. There are existing communication channels and structures in communities that the City needs to tap into and facilitate to help the City to help our communities to come together.

Ms. Drummond talked about the process that's been happening with the Master Plan and the Community Advisory Committee and more about the proposed T4 and B5 zoning amendment. Back in October when the Minnesota United Soccer Team chose this site for a stadium the Mayor decided that it would be helpful to have a Community Advisory Committee to provide input as plans were being developed for the stadium, and also to provide feedback on the master planning that the shopping center owner RK Midway decided would be something they wanted to engage in as part of this process. The Community Advisory Committee (CAC) has been meeting since December up to its meeting last night on April 28th. There will be one more meeting at the end of May, and there will be a written report that will be from the CAC to the Planning Commission which will be part of the public input at the public hearing on June 10th.

Mr. Williams talked about the jobs working group that has been meeting and also said that further information on the environmental review is on the project web page at: www.saintpaul.gov/midway or snelling (both work).

The pieces that are moving forward now that the Planning Commission will be dealing with are reviewing a master plan for the whole 35 acres as well as the stadium site plan. What you have in your packet what they have submitted so far. S9 Architecture from New York is the consultant working with Populous, the stadium architect, and that is what they have given us for the master plan. We have told them that they need to make final submittals to us for both stadium and site plan, and we hope they provide written documentation to go with the images and maps, by May 16th which will be enough time for staff to write a staff report to the Planning Commission and providing in your packets for the June 10th meeting.

There will be a public information meeting on June 7th which is before the public hearing at Planning Commission and after the draft AUAR is released. People will be able to hear about the AUAR and about what has been proposed for the master plan and the site plan at this June 7th meeting.

The other piece of this that the Planning Commission will be considering is a proposed clarification amendment to the zoning code about outdoor sports and entertainment. In the zoning code now outdoor sports and entertainment is only permitted in the industrial zones. When CHS Field in Lowertown was proposed, the Zoning Administrator made a determination that the facility could be considered parkland; parks are permitted in all the zoning districts and the stadium is an accessory use to a park use. When the soccer stadium was proposed, we went to the zoning administrator and said that this is similar: it's a stadium, and it's going to be owned by the City. However, the Zoning Administrator felt that this was a little different because the land is not going to be owned by the City and it will continue to be owned by Met Council. On this basis, it was determined that it would be appropriate to do a clarification amendment to say clearly that these outdoor sports and entertainment are permitted uses in T4 and B5. They are appropriate uses for areas that are well serviced by transit, well serviced by highway access and well serviced by parking, and so it is appropriate to have these uses in those types of locations rather than in the middle of an industrial area which does not typically have great transit access and good highway access. The proposed amendment is part of the packet today to be released for public hearing. Also, the Comprehensive Planning Committee has asked for an addition to this language explaining the background, which isn't done but will be done before it gets released for public hearing. For example, a clause will be added that explains that the Met Council will be maintaining ownership of the property and it will be leased and that is the distinction between that and CHS Field.

Commissioner Ochs for asked clarification as to whether the change was just going to apply to the 10 acres of the bus barn site and/or the stadium site, or to the overall 35 acres.

Ms. Drummond said that the way this is written it would be in the T4 District and it would need to meet these requirements for location by a light rail station and major arterials etc. so it could be on other parts of that 35 acres.

MOTION: *Commissioner Thao on behalf of the Comprehensive Planning Committee moved that in recognition of the requirement under Leg. Code § 66.344(b) that all master plans be approved by the City Council, that the Planning Commission will specifically condition any approval of a Stadium Site Plan upon the City Council's final approval of a Master Plan for the 35-acre site such that the Commission's decision on the Stadium Site Plan cannot be considered as a final decision until such time as the City Council approves the Master Plan. The motion carried unanimously on a voice vote.*

MOTION: *Commissioner Thao moved on behalf of the Comprehensive Planning Committee to release the draft for public review and set a public hearing on June 10, 2016. The motion carried unanimously on a voice vote.*

Green Line TN Zoning Study Follow Up: Accessory Dwelling Units – Approve resolution recommending the proposed amendments and forward to the Mayor and City Council for adoption. (Jamie Radel, 651.266-6614)

Jamie Radel, PED staff, gave a power point presentation which can be seen on the web page at: <http://www.stpaul.gov/planningcommission>

Commissioner Ochs asked if there was a way to set a time frame when to come back and revisit the success or failure of the ADU ordinance.

Ms. Radel said she leaves that to the Planning Commission. If they would like to put something in their recommendations to the City Council that the ADU policies should be reexamined in a year, 18 months or a couple of years, she would be supportive of seeing something like that to put forward in the resolution.

Commissioner Nelson asked if the ADU recommendations considered ordinance changes put in place as part of the Ward 3 residential design standards study, particularly related to height and side yard impact. Those issues seem to cause the most concern within Ward 3.

Ms. Radel said that Ward 3 is not part of this zoning study at this point in time.

Commissioner Nelson said that it seems like Ward 3's study was pertinent to impacts on neighbors with regard to large structures.

Ms. Radel did not look at that study in conjunction with the ADU policy; it seems that people who commented were concerned about the height of ADUs in accessory structures.

Commissioner Nelson said 25 feet is a lot.

Ms. Radel said that an ADU could be placed in a garage not set back 6 feet from a principal structure. If that is something that is not wanted, she suggested a standard could be put in place to not allow a second-story ADU in an accessory structure within so many feet of a principle structure. However a property owner could put an addition on their house that is 25 feet high, so what is the difference in impact that needs to be mitigated between an ADU in an accessory building or that within or attached to a principal structure?

Commissioner Nelson said ADU's are required to meet the same set back requirements as a principle structure.

Ms. Radel said they must meet setbacks as an accessory structure.

Commissioner Ward commented that in Ward 3, where there are additional regulations for height and length of a building, the additional requirements are mainly if the building is more than 45 feet then there has to be some type of side wall articulation and the structure itself whether it's a rehab or a new construction cannot be any more than 22 feet height for the roof which is just singularly a Ward 3 issue. It's not citywide and this was something that the district council voted on and the district council chose to adopt those building restrictions. So that is a unique situation, but being able to do this and adopt it citywide he does not think will have any bearing or impact on those restrictions because you have to follow the same thing.

Commissioner Nelson has heard from a lot of people that would like to have the Ward 3 residential standards applied to other parts of the city. He is thinking in terms of consistency-- having something here that would then become less restrictive then what may be adopted in other parts of the city later on, especially when you have a setback situation where accessory units have a much smaller setback requirement then the principle residence on a site. That's when you are getting closer to the property line and as high as the building and those are the kind of issues that were highlighted within the Ward 3 study with regard to mass of a building especially on a site of about 5,000 square feet.

Commissioner Ward also sits on the Board of Zoning Appeals and he hears these cases that are seeking variances of the Ward 3 residential standards. The city attorney is investigating some legal issues related to the standards. There is a possibility that that could be rescinded and that that it won't be adopted citywide. He understands that there is concern, but it is creating major problems and major issues.

Donna Drummond, Planning Director, said that her understanding is that the major issue is with the articulation requirement, that there be at least a one-foot change in the side wall articulation. This is something Mike Richardson, chief staff on that project, is meeting again with the district councils and reviewing it to determine if any tweaks are needed. The Ward 3 standards will be brought back to the Neighborhood Committee sometime in May.

Commissioner Ward said under the 800 sq. ft. maximum size the code allows for an accessory unit on the property; however, the code allows up to a maximum of 1,000 sq. ft. for an accessory structure. If you're building an ADU on top of a garage with a footprint of 1,000 sq. ft., the two requirements do not mesh.

Ms. Radel said that they have not discussed this, but she does understand his point. Minneapolis does have a 1,000 sq. ft. maximum allowance. This could easily be amended if there was support

from the commission. She asked if this is something to consider only for detached units or would he want that to include attached and interior units as well.

Commissioner Ward replied detached units only.

Commissioner Nelson said Ms. Radel talked about the 300 sq. ft. minimum requirement. Mr. Nelson stated that although we don't have other minimums in the zoning code, we do have a guideline in duplex/ triplex conversion guidelines where the smallest unit needs to be 500 feet. He stated he was uncertain as to what the building code requirements are.

Ms. Radel thought it was 125 sq. ft. of livable space, which is not the same as gross floor area in the zoning code. Livable space excludes bathrooms, kitchens, hallways and closets. Once those areas are taken into consideration there would probably about 250-300 sq. ft. in the ADU. If the objective of this proposal is to allow for flexible use of property and for affordable housing options that are not otherwise available in the community, once there are square footage requirements of 400-500 sq. ft. it is difficult to achieve those goals.

Commissioner Nelson said he thinks HUD has some minimum property standards that are more than that 300 sq. ft. requirement.

Commissioner Reveal said that she is not sure that HUD's requirement is more than 300 sq. ft., and she is much more comfortable with the maximum than with the minimum. She stated that we want as much flexibility as we can get. She does not see it as a direct conflict with the duplex/triplex conversion guidelines, because ADUs are a different type of housing.

Commissioner Nelson understands that you are allowed to have a 1,000 sq. ft. in accessory structures on a parcel, but we are talking about accessory dwelling units here, not about creating a second house on the property. 1,000 sq. ft. is getting to be quite a large unit if you're talking about something that is supposed to be accessory especially if you are putting it on a second floor. Maybe it's a good thing to keep it smaller than the maximum allowed for site coverage for accessory units.

MOTION TO AMEND: *Commissioner Ochs moved to amend the resolution adding a time frame for the city to review this after a period of four years. Commissioner Reveal seconded. The motion carried unanimously on a voice vote.*

Commissioner Reveal asked that annually a report is given on how many permits have been filed for this and for what. This is a staff request and does not need to be in the amendment.

MAIN MOTION: *Commissioner Thao moved on behalf of the Comprehensive Planning Committee to approve the resolution recommending that the proposed amendments be adopted by the Mayor and City Council. The motion carried unanimously on a voice vote.*

Commissioner Thao announced that the next Comprehensive Planning Committee meeting is scheduled for Tuesday, May 24, 2016.

Ms. Drummond said that Steve Ubl the city's building official is sitting in the front row with the Department of Safety and Inspections. Ms. Radel had asked him to attend in case there were any questions about the building code and how it would apply in this situation.

Commissioner Ward asked, when looking at an attached ADU, is the City looking at the firewall separation between the existing structure and the addition as a one-hour burn rate or does the time frame increase? He also asked about the need to provide a separate sewer connection for ADUs in accessory structures since Minneapolis does not require that.

Steve Ubl said that fire wall separations of an ADU would be evaluated by the requirements of duplex under the definition of the building code. He also stated he had discussions with the regulatory agencies in Minneapolis, and they indicated it is too early to tell what opportunities might be presented by ADUs. Presently our city does not regulate owner occupied duplexes.

Commissioner Wickiser thinks Commissioner Ward's second question regarding sewer lateral is pertinent to detached as well.

Mr. Ubl said that presently the plumbing code requires separate facilities for each building.

Commissioner Ward asked for additional information.

As it is written, connecting that detached accessory dwelling unit to the primary dwelling unit creates a possibility for sewer back up into the primary structure. However, if the assumption is that the site is owner occupied, there would need to be some type of agreement put in place where the party living in the ADU would have access to the principal structure for plumbing emergencies.

Commissioner Wickiser said, in conjunction with what has happened in Minneapolis and the response we have gotten from Minneapolis, a lot of people took the opportunity to create a conforming unit that was illegal in the past. Moving forward with this ADU proposal gingerly is really smart way to roll it out in Saint Paul, particularly with the uncertainty about how this will work with second generation owners.

Commissioner DeJoy asked for clarification about how this impacts intergenerational living over time and how do we ensure it is a family living together.

Ms. Radel clarified the definition of family, saying that a family just is not a lineal family, but also is defined as four unrelated adults, two of which can have direct lineal descendants within the structure. So there is no one family, as long as you call them your roommate that's fine. It would be the same if you were renting out you home to four people.

VI. Neighborhood Planning Committee

Wilson II Redevelopment Plan – Approve resolution finding that the Redevelopment Plan conforms to the City of Saint Paul Comprehensive Plan. (*Jake Reilly, 651/266-6618, and Jennifer Wolfe, 651/266-6680*)

MOTION: Commissioner McMahon moved the Neighborhood Planning Committee's recommendation to approve the resolution finding the plan conforms to the Comprehensive Plan. The motion carried unanimously on a voice vote.

Commissioner McMahon announced the items on the agenda at the next neighborhood Planning

Committee meeting on Wednesday, May 4, 2016.

VII. Transportation Committee

Commissioner Ochs announced the items on the agenda for the next Transportation Committee meeting on Monday, May 2, 2016.

VIII. Communications Committee

Commissioner Thao had no report.

IX. Task Force/Liaison Reports

No reports.

X. Old Business

None.

XI. New Business

None.

XII. Adjournment

Meeting adjourned at 10:25 a.m.

Recorded and prepared by
Sonja Butler, Planning Commission Secretary
Planning and Economic Development Department,
City of Saint Paul

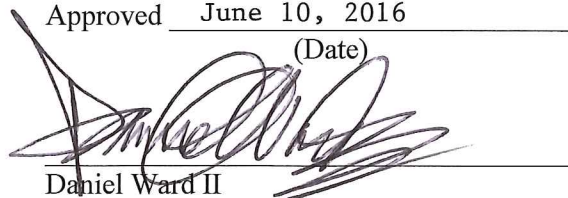
Respectfully submitted,



Donna Drummond
Planning Director

Approved June 10, 2016

(Date)



Daniel Ward II
Secretary of the Planning Commission